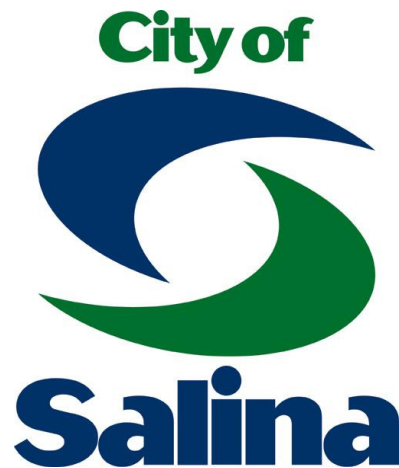


A History of Change



A report on the governmental change in Salina. The two times the commission-manager form of government was proposed and defeated. Also, the time it was proposed and instituted.

Compiled by Roger Steinbrock

July 27, 1992

Change has been discussed several times over the past 70 years in Salina. The most significant change occurred in 1921 when Salina decided to change the form of government from a mayor-council form to a commission-manager form.

Starting with the change of 1921, the focus will be on the conditions for the change. Regressing for two other years in which the commission-manager form was voted down (1911 and 1917), the focus will be on why the measure was defeated. Proceeding to present day discussion will look at the issues of the latter part of the 1980s and the resurfacing opinions to change back to mayor-council form of government.

In the year of 1921, Salina made a change in its form of government. It wasn't minor; it was an overhaul of the system. From the citizens to the council members, change was wanted. Even the Mayor, who had an eminence amount of power, wanted change.

The change created a commission-manager governing body, which has continued over the last 72 years.

Why Change? It appears the change came very non-chalantly. No single event stands out in the time period, which would warrant a public out cry for change. It seems the Council and Mayor knew they would have problems if the mayoral system was continued. They had vision and foresight to see future problems if the mayor-council form was continued. As Council member Givens said, "Many of our citizens feel this change to the commission-manager form of government would be a good thing for all concerned. People have been requesting that the

change be made and the Council and Mayor Matthews have talked the matter over very carefully. We are now ready for action, I think” (SJ December 21, 1920).

The change was supported by City Hall and Mayor Edd Matthews. Matthews, who served from 1917 to 1921, was a major player in paving the way for change. He “was a strong advocate and did much to bring the plan into effect in Salina” (SJ 1922).

Salina was growing. New business and new settlers had arrived. Stable businesses, which had been in the community for some time, began to increase their capital. With new citizens, the city had to answer with new schools, roads and jobs.

Examples of the increased growth in 1920 are numerous. In January alone, the Coco-Cola Company announced plans of building a plant in Salina, the H. D. Lee Flour Mills Company increased its capital to \$1 million, and the Lee Flour Mills also purchased several elevators in Ellsworth.

The citizen base was expanding so much that on April 7, 1920, Salina became a first class city with a population of 15,085. But there is a contradiction with the population figure because in September of 1917, it was reported that the population had reached 17,970. The figure may have been incorrect because it was compiled on the basis of a directory survey of the R. L. Polk Directory Company.

On December 23, 1920, it was reported that petitions were being circulated requesting an election to change to the commission-manager form of government.

Mayor Matthews and the Council members took the lead and endorsed the change, along with the Chamber of Commerce. As the *Salina Journal* noted at a Chamber/City meeting, “everyone present was interested in the development of Salina and had become convinced that a change to a better, more responsive government was wanted” (SJ December 23, 1920).

After the Council endorsed the plan, the *Salina Journal* ran an article explaining what the differences were between the two forms of government (See Exhibit A).

At the December 28, 1920 City Council meeting, the petition bearing 741 signatures, which was over one hundred more than needed to call an election, was presented to the Council. The Council then called for an election on February 1, 1921.

In support of the new plan, a full page advertisement was taken out with reasons for the change. The most important was stated as, “the Commission-Manager government forces the city to operate on a budget system and prohibits city officials from spending money for all purpose unless it is in the treasury.”

The other reasons were expressing the intentions of the change (See Exhibit B).

Only 1,708 people cast votes, but it proved to be enough as 1,284 voted in favor of the commission-manager form of government for Salina. Only 424 opposed the change. The measure passed in every Ward (See Exhibit C). The low voter turnout was attributed to the large turnout for the election the week before.

The new plan was supported to make the city's government more like a business. In the commission-manager form, the manager is a trained professional and is able to use expertise to guide and carry out the wishes of the community. It also gave citizens without the technical knowledge of city government the chance to serve on a governing board with little personal sacrifice (SJ December 21, 1920).

Back in 1911, the city put the change request to a vote, but it was defeated. The reason for its defeat was simple, "Salina has had such satisfactory service from the mayors and councilmen of the past." In other words, if it's not broken, don't fix it.

Other opinions showed that the measure wasn't explained properly, and many ballots were left blank, 155 to be exact.

"It is surprising that so many people did not vote on this, and the fact that they did not vote, shows that they did not understand the meaning of the ticket. There was nothing said about "commission" on the ticket, and people declined to vote, rather than take any chances either way. There was little organized effort to carry the commission proposition, posed to its adoption sent lots of money to down it" (SJ April 5, 1911).

The newly elected mayor, Charles Kirtland, felt the defeat represented a compliment to the present council, showing the citizen support of the mayor-council form (SJ April 1911).

The measure was defeated in every ward and was defeated by 797 votes (see Exhibit D).

But in 1917, the support of the manager form was very evident. The election was held on December 18, and the measure was defeated by only 204 votes.

The Chamber of Commerce was a key supporter of the change proposal. In a statement, the body said, “we consider a move to procure a better form of government within that purpose, just as are moved to get factories, bridges or school houses. We believe the new plan to be a better form of government than we have. Therefore, we are supporting the proposition.” The Chamber stressed there was “no motive” to its support.

Additional support came cross-country from Ohio. On December 7, 1917, Clarence Greene of Dayton, Ohio spoke on the commission-manager form of government and how it had put the “human touch” in Dayton’s city government. In Dayton, the change “showed a gain in efficiency and a decrease in operating expense,” he said (SJ December 7, 1917). But the paper also stated attendance was small at the discussion.

The support didn't end there. On December 14, the *Salina Daily Union* reported that ten businessmen prominent of not only Dayton, but of the country, sent a telegram to the Better Government Committee of the Chamber. The telegram endorsed the change and spoke on a wide variety of good effects that the change had created in Dayton (See Exhibit E).

Opposition to the change spoke out against the possible higher taxes the change would bring. On December 13, a committee of safety was formed opposed to the proposed form of government, calling the change "Kaiserism." "The new form of government would increase the taxes of every home owner and taxpayer in Salina one fifth and will give us nothing better than we already have in the way of city government," P.A. Brown, safety committee member, said.

The fear of increased taxes was at the center of the disapproval. The *Salina Sun* called the city manager a fallacy. In opposing the change, the paper said, "let all such enterprises come legitimately, but bear in mind those who pay the taxes and so act discreetly and for the welfare of the whole people . . . the city is doing exceedingly well as it is, and why shoot up the burden?" (*Salina Sun*, December 15, 1917).

The *Sun* also stated its option to run the city. "Our choice would be for councilmen, as then each ward would have two representatives as now. While the commissioners might be elected from the same block in one ward" (*Salina Sun*, December 15, 1917).

To counter, those in support of the measure wrote several letters to both the *Salina Journal* and the *Daily Union* (See Exhibit F).

In the vote, the measure passed in the North Second, South Second, North Third and South Third, but the Fourth Ward proved to be the downfall. Brown, who was vocally opposed to the change, gathered support in his Ward and a 96 percent vote against the measure was tallied (See Exhibit G).

In 1987, a government and government services task force of the Goals for Salina committee studied at length the strong mayor/weak mayor styles. The committee, headed by Ed Pogue, found that there was little interest in changing back to the commission-mayor form of government.

Pogue said that the committee had several public hearings on the issue and conducted a survey at four different sections of Salina. He also said only two to three individuals were in favor of the change.

“Those of us on the government committee didn’t get any vibes from anyone for election by district,” Pogue said, “The individuals that wanted the change were people who couldn’t get elected to the commission. In fact, they are the same ones who want the change now.”

Although much has change over the past 72 years, the same principles are followed today. City government is like a major corporation. It must have a professional who is able to manager individuals, control spending, respond to changing conditions and situations, and lead the city into the future with economic stability.

Exhibit A

At the Commission-Manager Election Tomorrow

First – And most important, commission-manager government forces the city to operate on the budget system and prohibits city officials from spending money for any purpose unless it is in the treasury.

Second – The city manager will be on hand eight hours a day to look after the business of the city. He will be the servant of the people, and will be paid for his services – consequently, he will be anxious to please the people who are paying him, and will look after complaints immediately. It will not be necessary to refer matters to a committee and then wait for that committee to find the time to meet and investigate.

Third – The city manager will more than save his salary by watching expenditures, preventing waste, and picking up loose ends.

Fourth – Every first and second class city in Kansas, except Salina, has already adopted commissioner or commission-manager government, thus proving its worth.

Fifth – Not Listed.

Sixth – Both efficiency and economy are secured by the adoption of this form of government.

Seventh – Commissioners are responsible directly to the people and may be recalled if they do not perform their duties. The city manager is

Exhibit A (continued)

responsible to the commission, which makes the laws, and meets twice a month to transact the general business of the city. All meetings are public, and the commissioners are paid \$50 a year, thus making it certain that they will serve for the honor of the position and the good of the community. The manager is paid sufficient salary to get a good business executive, and is hired and fired by commission.

Eighth – It provides a responsible head to which any citizen can go with a complaint. It is not necessary to hunt the chairman of the street and alley committee, but the complaint goes directly to the office of the city manager, and the manager knows that the citizen is watching to see what is done, and that he is being held responsible. That makes action without delay.

Ninth – As a matter of justice, most citizens realize that they should pay the man who looks after the business of the city, and refuse to be a charity patient long.

Tenth – It provides the good feature of the commission-government plan – paying a man for the work he does – with the advantage of the council form of government – where power is delegated directly from the people to their representatives, who devote only a portion of their time to the business of the city and who serve for the general welfare, rather than any personal or financial advantage.

Exhibit B

Taken from the *Salina Journal* December 21, 1920.

Council Endorses City Manager Plan

A change in the form of government in the city of Salina, from the mayor and council form to the commission-manager form, was forecasted last night at the regular city council meeting when the council went on record as favoring that meeting for one week from tonight to receive the petition of the people asking that the change be made. The council has been considering the inauguration of this form of city government for some time and in the past two weeks, has been receiving requests from residents for the change.

“Many of our citizens feel that this change to the commission-manager form of city government would be a good thing for all concerned,” Councilman Givens said in presenting the matter last night. “People have been requesting that the change be made and the council and Mayor Matthews have talked the matter over very carefully. We are now ready for action, I think.”

It was found that the council is not empowered to call a special election for an occasion such as this, unless a petition has been received from the people. Accordingly, one week from tonight, the council will meet in adjourned session, to receive that petition.

The members of the council voted unanimously to go on record as favoring the commission-manager form of government for the city of

Exhibit B (continued)

Salina, and the change to that plan, if favored by the people, will probably occur in the spring of next year.

The Commission-Manager Plan

Definition: The commissioner-manager plan of city government presumes a single representative governing board, usually called the council or commission, which employs the chief administrative officer, or city manager, and holds him responsible for enforcing the law and conducting the city's business affairs in accord with the board's policies.

Analysis: The commissioner council varies in size with the population of the city. The members give but part time to city affairs and receive little or no pay. They form the policy determining body, and employ the manager.

The mayor under the new plan is simply the president of the commission and serves as official or ceremonial head of the city, but has no veto or executive powers.

The city manager is appointed on the basis of merit for an indefinite term by the commission, which may remove him at any time. He serves as the chief administrative officer, appointing and directing his subordinates. He acts as an advisor too, with the privilege of proposing measures, but with no vote. He needs not be a local resident, thus

Exhibit B (continued)

permitting one city to benefit by the experiences of another and encouraging a profession warranting specialized training.

Analogies: The city manager idea is like the usual organizations plan a business corporation. We have applied the same principles to our school system and public utilities.

Contrasts: Commission manager government differs from the usual authority and responsibility in a single body. It provides a trained, professional, controlled executive instead of an untrained amateur, independent executive.

It differs from the commission form by concentrating administrative duties in a single appointive office instead of distributing them among members of the commission.

Conclusion: The commission-manager plan thus becomes our most democratic form of city government by creating a governing board on which any representative citizen may serve with credit and without technical qualifications on personal sacrifice; a board sensitive to the will of the people since they invest it with sole power and hold it responsible for results.

It is the most efficient form of government because it permits the people's representative to employ the best trained talent in the country for the management of the ever increasing business affairs of the city and working out of problems of public welfare and happiness.

Exhibit C

Voter Results from February 1, 1921.

| | Yes | No |
|---------------------|------------|------------|
| FIRST WARD | 141 | 81 |
| NORTH SECOND | 44 | 28 |
| SOUTH SECOND | 205 | 57 |
| NORTH THIRD | 217 | 56 |
| SOUTH THIRD | 241 | 54 |
| FOURTH | 152 | 100 |
| FIFTH | 284 | 48 |

| | | |
|--|----------|----------------|
| TOTAL SUPPORT IN FAVOR OF CHANGE | = | 1,284 |
| OPPOSING THE CHANGE | = | 424 |
| TOTAL CASTED VOTES | = | 1,708 |
| SALINA POPULATION 1,921 (approx.) | = | 15,000 |
| TOTAL REGISTERED TO VOTE | = | UNKNOWN |

Exhibit D

Voter Results from April 5, 1911.

| | Yes | No |
|--------------------|------------|------------|
| FIRST WARD | 59 | 258 |
| SECOND WARD | 130 | 293 |
| THIRD WARD | 183 | 393 |
| FOURTH WARD | 134 | 284 |
| FIFTH WARD | 48 | 121 |

| | | |
|--|----------|----------------|
| TOTAL SUPPORT IN FAVOR OF CHANGE | = | 554 |
| OPPOSING THE CHANGE | = | 1,349 |
| TOTAL CASTED VOTES | = | 1,903 |
| SALINA POPULATION 1,911 (approx.) | = | |
| TOTAL REGISTERED TO VOTE | = | UNKNOWN |

Exhibit E

Taken from the *Salina Daily Union* December 14, 1917

Dayton businessmen commend new government for Salina

Warmly endorsing the commission-manager form of government, such as is proposed for Salina, and heartily commending the plan to the people of any city who desires to improve municipal affairs, ten of the most prominent citizens of Dayton, Ohio have sent a joint telegram to the Better Government Committee of the Salina Chamber of Commerce. These men are not only prominent in their home city and in Ohio, but they are nationally known and their integrity, sincerity and character are above question or reproach.

The signers of the message speak from the standpoint of actual observation and experience with four years of commission-manager government in Dayton. Neither of the men has any personal interest in the city of Salina, consequently cannot be said to have a selfish motive in mind. They are simply big enough and broad enough to appreciate good government and to give to the people of this city without cost, a fair and above the board statement of what has happened in Dayton. The telegram follows:

“Four year of commission-manager government in Dayton has given adequate and efficient service, at the lowest possible cost. Dayton is the only large city in the state of Ohio which has lived within its income. Government here has been humanized. Public welfare, or the moral, physical and material welfare of the individual citizen has been made an

Exhibit E (continued)

important function in the city's program. The adult and infant death rate has been reduced, the estimated reduction during the past four years meaning the saving of five hundred lives. Infant welfare has been made the subject of especial attention. Baby clinics, milk stations and free nursing have been provided. The inspection of meats, milk, store and all foodstuffs has been greatly extended, to the end that people can purchase only wholesome products. Sanitary inspections have been made effective. All public nursing is centralized and under city control. A free legal aid bureau has been established, and loan sharks driven out of business. Installment houses have been forced to be more fair with patrons and troubles between landlords and tenants have been reduced to the minimum.

“A free employment bureau has been established in the city. In cooperation with the state, thousands have been placed in position each year. Park area has been increased from one acre for each six thousand population, to one acre for each 330 people. Playgrounds have been increased from two to twenty-four. Two thousand vacant lots and five thousand backyard gardens, supervised by the city, were cultivated in 1917, and the products from these were worth probably \$35,000. A model correction arm was purchased, supplanting the old, inhumane, unsanitary and congested workhouse.

“The eight-hour day for all city employees was inaugurated and wages increased. The police and fire departments alone were augmented by seventy-five men. Dayton's present form of government has brought about more cordial relations between capital activities that have been

Exhibit E (continued)

greatly extended and the unit costs of various pieces of work have been greatly reduced. Street repair costs, street oiling, street cleaning and flushing garbage collection and reduction, and ash and rubbish removal have been reduced from forty to six hundred per cent. A municipal garbage disposal plant was fully and is rendering to the city a net profit. The amount of garbage collected has been doubled and the costs greatly reduced.

“The city’s water supply and distribution has been increased more than one hundred percent. Comprehensive plans for the future of the water works system have been made and are being followed. In spite of the low charges for water, over eighty percent of the patrons paying less than \$5.00 annually for the service, the waterworks plant pays all its own expenses, takes care of its own bond and interest requirements, and yields a profit to the city. In 1917, that profit will be approximately \$72,000.

“The fire and police departments were completely organized, not by the dismissal of any of the men, but by the addition of others, advancements in rank and efficient schooling in their duties. The division of fire has been completely motorized, a fire prevention bureau established and insurance rates reduced. All firemen and policemen recruits are thoroughly trained before going on actual duty, although they are paid during their probationary period. A bureau of police women has been established to give special attention to juveniles, women and cases of domestic dissensions.

Exhibit E (continued)

“Scientific budget and accounting systems were adopted. All city purchasing has been centralized, and thousands of dollars are saved annually. Ten thousand dollars was saved in one year on the purchase of gasoline for the city’s one hundred automobiles; twenty-three thousand dollars was saved on cement for the same structure. All materials and supplies are now brought as business institutions purchase goods.

“The tax rate for all city purposes is lower than it was four years ago. In general, commission-manager in Dayton has been highly successful. It has given the city a well deserved reputation as the best governed municipality in the country. The citizens here have fully endorsed the government at the fall election, November 6. We heartily endorse the plan, and commend it to all people of all cities of America desiring to improve their government.”

The telegram is signed by C. E. Rightor, director of the Dayton Bureau of Research; Frederick H. Rike, president of the Rike-Kumler company and vice president of the Kayton Savings and Trust Company; Lee Warren James, president of the Civic and Commerce association; John F Ohmer, president of the Ohmer Fare Register Company; O. H. Hutchings, general manager of the Dayton Power and Light Company; Frank T. Huffman, president of the Davis Sewing Machine Company; Fred Pfarrer, secretary of the Federated Improvement Association and former president of the Dayton Typographical Union; E. A. Nunan, editor of the Labor Review.

Exhibit F

Taken from *The Salina Daily Union*; page 6; December 17, 1917

The Councilmen Stay

If city manager form of government is adopted

The Law Specific and Plain, Says Mr. Tobey – Legislature Deliberately Put Word “Council.”

Without wasting a word in introduction or preliminaries, I am satisfied that the new city government act under consideration, if adopted to apply to Salina, will operate just as I stated in the “Journal” of Friday.

The act is to establish “an optional form of government.” At the time of its adoption, two separate and distinct forms of city government were in vogue; one, and the first, the mayor and councilman form; second, the latest, the mayor and commissioner form. The “option” intended to be exercised by the adoption of the law was: first to be substitute a manager in place of the mayor in the first form of government: second, to substitute a manager in the place of the mayor in the second form of government. Its objective was not to establish an “optional” government “board” or “body,” but an optional form of governing through that board or body. Every city in Kansas at the time Chapter 86, Laws 1917, was enacted was operating either as a first, second or third class city, and either under the mayor or commissioner form. The so-called mayor and commissioner form of government has been subject to adoption by all cities of the state since 1907, and it may be said to have been assumed by the legislature, when it enacted Chapter 86, that

Exhibit F (continued)

sufficient time had elapsed to allow the people of the different cities to determine for themselves whether they desired to continue under the old mayor and councilman form or whether they desired to operate through the mayor and commissioner form. So, without impairing or restricting the operations or either of these two forms, the legislature saw fit to enact a law which gave to each of these forms of government the option of being carried into operation either through (1) A mayor and council, or a manager and council; or, (2) A mayor and commission, or a manager and commission. And the man who wrote the act under consideration tried to, and in my judgment, did write a law which can and is intended to be applied to any of the three existing forms of government. The law is written as a general law to fit all forms of city government as they existed at the time of its adoption; but, in the language used wherever necessary to refer to mayor and councilmen, or council, or mayor and councilmen or council, or Mayor and councilmen or commission, the writer used the words “commissioners” and “commission.” Then in order to clearly indicate and say that such was the meaning of the law, which says:

“Section 18. When any city operating under the mayor and council form of government shall adopt the provisions of this act, in the construction of the acts as to such cities, the word ‘commission’ shall be constructed to mean ‘council’ and the word ‘commissioners’ shall be construed to mean ‘councilmen.’”

Now for the purpose of applying and arriving at the meaning of the law, let us assume that the act has been adopted in Salina. Then, section 4,

Exhibit F (continued)

which determines what the “Governing Board” shall be, and obeying the mandates of section 18 by substituting the words “council” for “commission” and “council” for “commissioner,” whenever such words appear, this section would read:

“Section 4. The governing board shall consist of the number of councilmen now provided for the several cities by the various council government acts. No distinction shall be made in title or duties among these councilmen, except as the board shall organize itself for business. Qualifications, terms of office, oaths and bonds of councilmen shall be those provided in the acts herein referred to. Vacancies shall be filled in the manner already provided by the law.”

Then, in order to determine the number and the size of the “governing board” under the council government act relating to Salina, which is a second class city, we consult that act and find this to be its provisions.

The city council may divide the city into wards establishing the boundaries thereof, and the number the same, “Each ward of each city governed by this act shall have two councilmen who shall be chosen by the qualified electors of their respective wards.”

As Salina is divided into five wards and there must be two councilmen from each ward, then the governing board of the city will be, if the act is adopted, ten residents and taxpayers of the city. Terms of office of the “governing board” their oaths and bonds, and vacancies in such offices will as section 18 says, “be those provided in the acts here in referred

Exhibit F (continued)

to; “that is, in the case of Salina, those as provided for in the law relating to cities of the second class under the mayor and council form of government.

Then proceeding with the construction of the new act, assuming that it has been adopted for Salina, and carrying out the plain language meaning and intent of section 18 above, we find:

Section 5. “The council shall choose its own chairman annually and determine its own order of business. The chairman shall have the title of mayor during the year of his office, to the end that the city shall have an official head on formal occasions.”

Section 6. “Compensation. In cities of the second class, the compensation of each councilman shall be \$50 a year, payable in monthly installments and each councilman shall give the necessary bond required by cities of this class under council government.”

Section 7. “The council shall meet regularly twice a month or more often if the public business requires.”

Section 8. “It shall be the duty of the council to pass all ordinances needful for the welfare of the city. The council shall provide for such offices as shall be necessary to carry out the provisions of this act and determine salaries for the same. It shall appoint a manager as hereinafter provided and shall be responsible for his efficient administration of the city’s business.”

Exhibit F (continued)

Section 9. “The administration of the city’s business shall be in the hands of a manager. He shall be appointed by the council and shall hold office at the pleasure of the board.”

Going back to section 2 of the new act, it provides:

“Section 2. All power now exercised by cities of the first, second and third classes, respectively, or which shall hereafter be conferred upon them, shall be exercised by the governing board herein provided for in so far as they do not conflict with the provisions of this act, creating the office of city manager.”

This section would mean, interpreting the meaning of the law in the light of the assumption of its adoption in Salina, that all powers exercised by the city of Salina, or which may hereafter, that is, after the adoption of the act, be conferred upon it, shall be exercised by “the governing board herein provided for.” Which is the governing board of the council, not three or any number of commissioners; a council without a mayor, not a council, with a mayor.

This Section 2 simply takes the place of Section 1675, Gen. Stat. 1915, which now controls in cities of the second class operating under the mayor and council form of government, which says: “The powers granted to and conferred upon cities of the second class shall be exercised by the mayor and council of such cities as provided by law.”

Exhibit F (continued)

The only language, taken from the act, which would seem to controvert this construction of the meaning of the act is the use by it of the word “board.” A board can consist of any number of persons; it need not be three or it need not be five. It can be ten, as it would be in case Salina “adopted the provisions of this act,” and all powers by the city of Salina, if the act is adopted, will be exercised by this governing board. With the mayor out of it; but they must not be exercised in conflict with the “provisions of the act,” creating the office of city manager, which is the main object of the act. The act nowhere, in so many words, says “three” commissioners shall constitute the “governing.”

In section 16 of the act appears this language: “If a majority of all votes cast at such election (election to adopt the new act) shall be in favor of the adoption of this act, then at the next annual or regular city election, the councilmen herein provided for as constitution, the governing board shall be elected as provided herein; and upon election and qualification, the rights, powers, duties and emoluments of the mayor and councilman of such city shall cease and terminate.”

That simply means that when the act is adopted, the governing board of mayor and commissioners, as in Wichita, went out of office, and the new board, the Commissioners, went in; and in the case of Salina, the mayor and council, as the new governing board. The council, with right to employ a manager, would go in.

In any judgment, it was not intended by Chapter 86 to permit or authorize a city, then being operated under the mayor and councilman

Exhibit F (continued)

form of government to make the change from a mayor and council form to a commission and manager form. Its object and intent is to allow such cities to make a change from the mayor part of government to the manager part of the government, just as it permits a mayor and commissioner form to make the change to a commission and manager form. At the time of the adoption of Chapter 86, there was an act, which is still in force, authorizing a change from the mayor and council form to a mayor and commissioner form. That in Chapter 82, Laws 1909, and the title of that act is: "An act amending and supplemental to chapter 123 of the law of Kansas of 1907, and repealing said chapter in so far as inconsistent and in conflict with this act, so far as the same relates to cities of the second class which adopted the provision of this act.

H. C. Tobey

Exhibit F (b)

Taken from the *Salina Journal* December 18, 1917

Laboring men and the poorer people

Not apt to be consulted or get much from them

To the Union:

The present city government is composed of a mayor and ten councilmen; two from each ward, the police, judge, city treasurer and treasurer of the board of education, all of whom have to be elected by the people; also the city attorney, city clerk, city engineer street commissioner and the city marshal and the policemen of the city, who elect the mayor and councilmen from the several wards a voice in saying who their officers shall be.

The proposed change, assuming the theory of those advocating it to be correct, “will make the government consist of three commissioners, all of whom may be elected from one ward, or, in fact, from one house, and a manager to be appointed by such commissioners, which commission and manager shall have absolute control and management of all the financial and governmental affairs of the city. The manager under the law, is not required to be a resident of the city, but when once appointed and qualified is authorized under the law to appoint all the city officers now subject to appointment by the mayor and confirmation by the council, thus taking from the taxpayers and voters of the city all right to say who their officers shall be.

Exhibit F (b) (continued)

Under the present form of government, the voters in the outlying districts of the city, where most of the laboring people live and vote, have a voice in the city government, through the election of councilmen from their wards, and an examination of the present membership of the council will show, that a majority represent the strictly laboring class. One question the laboring people want to determine on next Tuesday is: Whether or not they want to surrender all their rights to a voice in the city government. If they do, vote yes; if not, vote no.

The three commissioners most likely to be elected, if the men who are “engineering” this scheme get control, when once in office will not be likely to consult the laboring classes with reference to the management of the city government.

The next question is: “What is the matter with the present city government?” It is a fact that Salina is far advanced in public improvements as any city in the state. The laws against immorality and vice are as well enforced, as is possible in any city of the size and importance of Salina, and all officers appointed by the mayor and confirmed by the council are strictly and faithfully discharging their duties. An examination for the facts and figures from other cities in Kansas show that the rate of taxation in Salina is very much less than in any city in the state under commission form of government, some of the cities having as much as \$10.00 on the thousand higher taxation than we have, and none of them a lower rate. With these facts before the people, what good reason is there for a change? What is the objection to the present mayor and council? What is the objection to the present strict

Exhibit F (b) (continued)

enforcement of the law? Why do people demand a change? It is because someone is looking for a good high-priced job as city manger? Some of our able and successful businessmen are favoring this change in government. How long would these same or any other important businessmen in ... property, the right to contract debts, to issue bonds, and, in fact, manage all financial affairs of the city, the contracts for the same first being made by the city manager.

The politics of the situation

The proposed city manager has the power, first, to appoint all the city officers; second, to let al contracts, either for sidewalks, paving, sewer, parks improvements or curbing and guttering, an all that power put in the hands of a city manager, who is a politician, would probably enable him to perpetuate himself in office. At present, all such contracts must be made and approved by a majority of the council who represent the city and the people.

Think these things over before you vote to surrender all your rights to a voice in your city government. There may be some cases where people have grievances, but they are small. Don't you think that, taken as a whole, we had better "bear the ills we have than fly to others we know not of?"

It is not enough to say that "I won't vote for this proposition." If you are against it, it is your duty to go to the polls and register your vote that

Exhibit F (b) (continued)

way. You may be sure that the interest advocating this change of government will see that all their voters are at the polls to vote for it.

Respectively, D. R. Wagstaff

Exhibit G

Voter Results from December 19, 1917

| | Yes | No |
|---------------------|------------|------------|
| FIRST WARD | 55 | 215 |
| NORTH SECOND | 19 | 65 |
| SOUTH SECOND | 163 | 149 |
| NORTH THIRD | 145 | 118 |
| SOUTH THIRD | 186 | 124 |
| FOURTH | 107 | 203 |
| FIFTH | 170 | 175 |

| | | |
|--|----------|----------------|
| TOTAL SUPPORT IN FAVOR OF CHANGE | = | 845 |
| OPPOSING THE CHANGE | = | 1,049 |
| TOTAL CASTED VOTES | = | 1,894 |
| SALINA POPULATION 1,917 (approx.) | = | |
| TOTAL REGISTERED TO VOTE | = | UNKNOWN |

Exhibit H

Taken from the *Salina Sun* December 15, 1917

City Manager A Fallacy

Next Tuesday a special election for the city manager form of government will be held in Salina. What is the need for it is difficult to determine. Nothing to be gained beyond adding to the expenses and burdens of the city government, if not in any other way than increasing it a few thousand dollars salary each year for the city manager, as well as more pay for the three commissioners or for the ten councilmen, as a question has arisen with some whether commissioners or councilmen will be to elect and it might be necessary for the courts to decide the construction of the law on this point. Our choice would be for councilmen, as then each ward would have two representatives as now. While the commissioners might be elected from the same block in one ward. It appears to be something of a jumble. Salina knows what it is doing now as to the form and better leave it in the same form by voting NO to the city manager proposition!

When the people vote for a mayor, they know whom and what they are voting for and don't delegate to three others (or ten councilmen) authority to choose the ruling power over the city. Wouldn't you rather be your own bosses in the selection of the city's head than have three men do it for you? If a mistake is made, yourselves will be to blame, while if made by the three commissioners, you will have no redress and you will have to swallow what may be handed out to you.

Exhibit H (continued)

The city manager would be on the tenure of acceptance, as he would be subject to removal at the commissioner's pleasure. The status of the city manager doesn't look very good and you don't know in advance what you would be getting.

Going to get a boom!

The city must be improved, eh? Sure. But Salina might get too much of a good thing! In a picture show was placarded, "Give Salina city manager and we will have factories, mills and other good things." Let all such enterprises come legitimately but bear in mind those who pay the taxes and so act discreetly and for the welfare of the whole people. The poor people, those with small homes, deserve your sincerely consideration. There are those who will quite likely profit by city manger, but not you, we are thinking.

The city is doing exceedingly well as it is, and why shoot up the burden? It is difficult for a majority of our people to make a living and let us favor them.

Vote down the city manager.